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ABSTRACT

Intended to assist World Bank staff and officials in deciding when and how to include communication support activities in Bank-financed development projects, this paper describes the use of planned communications to encourage participation in projects by certain groups of people, to improve institutional efficiency and staff development, and to ensure project benefits or prevent negative project impact. It is noted that communication support includes informational, motivational, and educational activities which make use of person-to-person contacts, group discussions, mass media, or other channels of communication. The paper describes: (1) the role and functions of communication support; (2) experience of communication support in World Bank lending projects; (3) the process of designing communication support activities; and (4) common problems and issues in the design of these activities. It is concluded that well-managed communication support can provide a cost effective approach to the design and implementation of development projects. Appendices present information on World Bank lending for development communications and educational broadcasting; illustrations of project analysis from Bank project work; an extensive list of the advantages and disadvantages of using different media, materials, and techniques for communication support; and a workshop agenda showing the integration of communication support into a course on population planning, policies, and programs. (ESR)

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WORLD BANK STAFF WORKING PAPERS
Number 551

Using Communication Support in Projects

The World Bank's Experience

Heli E. Perrett

The World Bank
Washington, D.C., U.S.A.

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ABSTRACT

Communication support is a comparatively new aspect of Bank lending, but one which has considerable potential for improving project quality. What communication support does is to provide the project with a carefully designed package of information, motivation and education activities to help it achieve its objectives. Such activities make use of person-to-person contacts, group discussions, mass media such as radio and newspapers, or other channels of communication, in a variety of combinations.

The present paper is written primarily for decision makers within the Bank and member countries who may not be familiar with this aspect of the Bank's work. Specifically, the paper:

(a) outlines how communication support enters into Bank project work in various sectors of lending;

(b) describes how communication support activities should be designed and carried out during the project cycle; and

(c) addresses some commonly experienced problems and issues which should be kept in mind when designing and implementing these activities.

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PREFACE

This Staff Working Paper is another step in the effort by the World Bank to promote systematic consideration by developing countries, their consultants, and Bank staff of the human factors in project work. Earlier papers include Human Factors in Project Work (Staff Working Paper No. 397), Economic Development and Tribal Peoples, Recognizing the "Invisible" Woman in Development: The World Bank's Experience, and World Development Report 1981.

The paper is concerned with "communication support"--i.e., information, motivation or education activities designed to help the parent project achieve its objectives by (a) encouraging certain groups of people to participate in the project, (b) improving institutional efficiency and staff development, or (c) helping to ensure project benefits or to prevent negative impact. A carefully prepared strategy, which may use a variety of media, materials and techniques, is the key to success in achieving these purposes.

While this may be a minor area in terms of total Bank lending (about 2 percent in fiscal 1979), as in the case of any catalytic agent the impact of communication support on the achievement of investment objectives is likely to be much greater.

This is what Heli Perrett documents in the various sectors for which the Bank lends. Synthesizing the Bank's experience and her own, she discusses some of the most important questions regarding choice, design and implementation of communication support activities in Bank-financed projects.

I wish to join her in expressing our gratitude to our many colleagues who not only generously contributed their professional advice, but also lent their encouragement to this undertaking.

Francis Lethem
Projects Advisory Staff

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SUMMARY

This paper has two purposes: first, to review what has been learned and experienced in project work concerning the use of planned communications to improve project implementation and help achieve project objectives; and second, to assist Bank staff and officials in the developing countries to which the Bank lends in deciding when and how to include communication support activities in Bank-financed projects.

Definition

This is a field in which the terminology is varied and confusing. Terms such as project support communications (PSC), information, motivation and education (IME), information, education and communication (IEC), nonformal education (NFE), and social marketing often refer to very similar activities. The term "communication support" (CS), as used in this paper, refers to information, motivation or education activities which are designed to help achieve the objectives of a parent project through creating a favorable social climate for change. Communication support activities encourage certain kinds of people to participate in the project, and help to ensure that the project will make an overall positive contribution to development. Such activities can rely on person-to-person communication, mass media, other media and materials, or all of these.

Normally, communication support activities will form a component or set of activities under the parent project and be financed under the same loan.[1] For instance, in agriculture and small-scale industry projects they may consist of extension services, perhaps complemented by mass media. In education projects, they usually involve radio broadcasts, textbooks, or audio-visual materials. Other examples are: environmental (energy conservation) education of the public (energy sector); persuasion to encourage adoption of new technologies and practices (population, health and nutrition projects); training and support of volunteer field staff and supplying them with resource materials (population, health and nutrition, and water and wastes); highway safety education (transportation projects); and measures to organize and involve local people in project planning, implementation and maintenance (urban projects and water and wastes sector).

Communication Support in Bank-Financed Projects

Bank lending for communication support activities dates back to about FY70.[2] By FY79 roughly US$183 million had been lent, most of it in

1/ They can also be financed separately, through co-financing arrangements.

2/ The fiscal year (FY) of the World Bank runs from July 1 to June 30.

the education, agriculture and rural development, and population, health and nutrition sectors (Annex I).

Over the past decade, there has been a growing interest in this area, as reflected in increased lending for such activities, the hiring of specialists and consultants, and meetings and workshops on the subject. But communication support remains a comparatively small and unsystematically approached area of Bank project work, and in this aspect of lending the Bank lags behind several other agencies.

The sectors vary in their interest in this subject. Because communication support is directly related to the human side of development, it has received more attention in social sector projects, where human factors play a more critical role. But the important contribution that communication support can make is becoming increasingly recognized in other sectors such as water and wastes, transportation, and energy as they increase their lending in rural areas and for the urban poor.

A meaningful communication support component for a project might be as small as one or two or five percent of the total project cost, but in some sectors experience has shown that generation of demand is a critical project issue and consequently a more sizable percentage of the total budget should be allocated to communication support. Frequently financed items include: training costs (for personnel involved in communication activities); incremental salary costs (for additional personnel required, on a declining basis); commodities (radios, batteries, film and slide projectors, screens, generators, tape recorders, printing machines, broadcasting studio facilities, public address systems, etc.); vehicles and buildings (e.g., to train or attract field staff, or to improve staff mobility and the quality of program production as in the case of outside broadcasting vans); contract services and technical assistance (e.g., to help install hardware such as radio studios, handle detailed design of communication media, or undertake background audience research or evaluation); transmission or production costs (e.g., purchase of radio or television time, shipping costs of posters and textbooks); and operating costs and spare parts for vehicles and equipment.

Communication support involves much more than would appear from this itemized list. Above all, it requires a carefully prepared strategy for providing the most appropriate and effective kinds of communication activities to help achieve the project objectives.

Benefits

There are both potential benefits and some obvious difficulties or risks in including communication support in Bank project work. Some of the benefits are noted below.

(a) Facilitates change among project populations

Project populations--particularly the poor--frequently are not ready for major change in their lives, or for the rate at which such change

has to take place. Communication activities can help to overcome difficulties or constraints at this level through:

- providing ways to make people's wants and needs known to planners and decision makers;
- publicizing services and opportunities available to project populations;
- generating demand where it lags behind supply;
- providing people with information or knowledge they need to help them use new technologies or services;
- encouraging contributions of labor, materials, cash; and
- teaching and promoting the proper use of the goods and services provided.

As a result of such activities, the rate of change is likely to be faster and the process smoother, and the expected benefits are more likely to materialize and reach the right groups.

(b) Helps to create an effective implementing agency

The benefits which communication support can provide at this level include:

- providing structures outside formal education for training (e.g., radio, television);
- supporting training activities through provision of teaching aids;
- encouraging ongoing staff development (through information centers, newsletters, etc);
- improving staff morale and productivity (e.g., facilitating better communication with each other and management);
- promoting institutional acceptance of new technologies and approaches, such as low-cost alternatives; and
- improving feedback to management.

(c) Helps to cope with negative behavior or attitudes

While this is a less frequently exploited benefit, it can become important in:

- lowering the opposition or hostility of influential groups (who pose a threat to project success);

- preventing or defusing conflict situations (e.g., between labor and management);

- lowering the incidence of physical abuse of technology or natural resources such as forests, soil, water; and

- lowering the incidence of defaults on bill payments or loans.

(d) Helps to prevent negative impact

This is another frequently underutilized potential, and includes:

- easing the process of involuntary resettlement;

- reeducating for occupational change people who are losing their accustomed livelihood; and

- preventing health and life risks which may be associated with certain programs.

Risks or Difficulties

Certain risks or difficulties may occur in incorporating communication support into Bank-financed activities. These include:

(a) At the developing country level:

- the political sensitivity of communication planning, particularly in some sectors and countries;

- the frequent fragmentation of related activities and responsibilities among several ministries or agencies;

- the not uncommon professional and institutional weakness of the responsible implementing unit; and

- the associated increase in project management workload and possible project complexity.

(b) Within the Bank:

- shortage of staff skills in this area;

- increased need for consultants during project development and supervision; and

- possible difficulties of finding consultants with the right mix of skills (including sector and Bank project work experience).

The Process of Incorporating Communication Planning into the Project Cycle

The process of communication planning in project work begins with identification of a need for communication support. This grows out of an understanding on the one hand of the people who will be involved in implementation of the project or will benefit from it, and on the other hand an understanding of the project activities and how these two aspects do or do not fit together. This has two important implications: (a) it is highly unlikely that a need for communication support would be identified--even if it existed--if no attempt were made to obtain a social and behavioral understanding of the project populations; and (b) the process of communication design tends to proceed one step behind the design of other components since it is highly dependent on them. Therefore, a considerable part of the design activity usually takes place during the latter stages of project preparation and during appraisal itself.

The design process itself usually involves the following (with the steps sometimes reversed or repeated):

(a) Identification of institutional arrangements: for implementation of the communication component or activities and of any needed institution-building activities (such as training, technical assistance, and so on) that might need to be included under the loan;

(b) Definition of objectives: based on an analysis of the social feasibility of the parent project or some of its components, and separating out those problem areas that could probably be dealt with through information, motivation and education activities (or these in conjunction with other measures);

(c) Identification and segmentation of the people to be reached: so that strategies can be developed which meet their different needs;

(d) Identification of the timing and the time frame: to make sure that the planned information, motivation or education activities reach their intended audiences and will have enough time to work;

(e) Selection of channels: often includes a review of mass media, audio-visual materials and traditional media as well as personal channels (groups as well as individuals), and then opting for the combination most likely to be cost-effective within the available time frame and budget;

(f) Decision on communication style, technique and content: content is not normally detailed in Bank financed projects during the project design stage, and the style or technique is specified only if considered particularly important;

(g) Design of pretesting, monitoring and evaluation arrangements: to ensure that the strategy is checked out both before implementation and afterwards so that any necessary modifications can be made;

(h) Costing: usually this should also include some measure of costs per person or household reached or affected. It is much more expensive to try to bring about a change in behavior than simply to provide people with certain kinds of information or educational messages. Since the level of required inputs is sometimes difficult to assess (as when behavioural change is an objective), detailed costing might be provided only for the first year of the project and sizable physical contingencies included to allow for any additional inputs.

What Bank Staff Can Do to Help the Developing Country

When indicated, Bank staff can help to bring to the developing country's attention the potential benefits of including communication support in a loan or in relation to a loan. The latter occurs when other funding agencies can pick it up, or it is simply a question of coordinating already existing and budgeted for activities in the geographic area. This is best done prior to project appraisal to avoid having to build-in communication support after loan approval or well into implementation as problems arise.

The Bank can also provide assistance in design, either through its own staff or, as is more likely, through consultants brought in at the preparation and/or appraisal stages. In some developing countries there already are ongoing activities in this field--although not necessarily linked to a particular project--and in such cases it may be possible to hire consultants locally, perhaps from the private sector, or to provide expert assistance in interpreting and applying such experience to the project under preparation.

Where engineering or other consulting firms are involved in helping to prepare projects in which communication activities might become relevant, the Bank should ensure that this question is included in their terms of reference.

In general, when a developing country proposes a social sector project for Bank assistance there should be a routine check by Bank staff prior to their appraisal, to ensure that the question of communication support has not been overlooked.

Conclusions

Over the past decade, the Bank has helped to finance a growing number of projects that are increasingly "people dependent" for

success.[3]/ As experience with this new type of lending grows, there is a parallel awareness that development projects and programs do not necessarily "sell themselves." The people they are meant for may not be ready for the radical changes called for, or the implementing agency staff may be so hampered by inadequate training and low salaries that they need extra help to be willing and able to play their role effectively. Is there an answer? Certainly there is no guaranteed solution or cure-all. But the time may have come to give more serious attention to what has been learned in such areas as social marketing and communications in the private sector. Applying this knowledge and experience to development projects and programs is obviously more difficult than selling commercial products, and requires adaptation of the concepts and techniques that have proved so successful in the business world. Nevertheless, experience is beginning to show that well-designed and well-managed communication support activities can help the most difficult kinds of development efforts to work better than they would otherwise.

Clearly this is not the last word on the subject. Rather, it is hoped that this paper will help to promote, within and outside the Bank, a broadening of dialogue and sharing of experience in the use of information, motivation or education activities to support and enhance the effectiveness of development projects.

3/ That is, whether beneficiaries participate, or how they respond, will be a major factor in determining whether the project achieves its objectives.

INTRODUCTION

A number of Bank departments and staff members are concerned with the design and financing of communication activities to make projects in their sector more effective. This has been a growing area of interest in the Bank in the last decade, roughly paralleling a growing recognition by United Nations agencies and bilateral development agencies, such as the United States Agency for International Development (USAID), of the role that communications can play in supporting development goals. The first sizable Bank lending effort in this area occurred in FY70 in support of education in the Ivory Coast. By FY79, Bank lending had reached a total of about US$183 million for a variety of activities which can be classified under the rubric "development communications."[4/] A breakdown of this lending by sector and region is shown in Annex I. The expansion of lending in this area has been supported by Bank-financed research, a large part of which has focused on the use of radio and other media in support of education.[5/]

Purpose of the Review

The purpose of this review of communication support activities is to lay the groundwork for a greater exchange of views and sharing of experience on the subject, both within the Bank and between the Bank and other institutions in developing and developed countries.

This paper therefore has had the active input of an informal task force of Bank staff working in development communications. It is based on a review of projects financed by the Bank and other agencies, a review of the literature, and consultations with Bank staff and other agencies.

Defining Communication Support

This is a field in which the terminology is confusing. Various agencies and disciplines tend to have their own terms for fairly similar activities. This paper uses the term "communication support" in order to maintain consistency with the UN agencies and developing countries most active in this area. But it should be stressed that this term covers what some in the Bank refer to as "information, motivation and education," "information, education and communication," "social marketing" or other terms.

Communication support, as used here, refers to planned information, education, motivation, promotion and similar activities which

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4/ The definition of development communications used in determining the amount of Bank lending for such activities approximates the definition of communication support used in this paper.

5/ See, for instance, D. Jamison and E. McAnanay, Radio for Education and Development (London: Sage Publications, 1978) and Hilary Perraton (ed.), Alternative Routes to Formal Education, to be published by Johns Hopkins University Press, 1982. Another and complementary study by S. Futagami and D. Jamison on mass media for rural education is being prepared for publication by the Bank.

are intended to (a) encourage certain groups of people to participate in a development project so that project goals are achieved, and (b) help ensure that the project will make an overall positive contribution to development. It refers not only to mass media based communications, but also to those which rely primarily on personal contact or smaller media and materials.

Communication support activities in which the Bank is presently involved can be classified under two categories: project support communications, and sector support communications. Project support communications (PSC) is probably the most commonly occurring, and refers to communication activities forming a group of activities within, or a component of, a parent project and directly supporting that project. These activities might be financed under the same loan, or separately under co-financing arrangements (both approaches have been employed in connection with Bank-financed projects). Sector support communications (SSC) refers to cases where such activities, whether a component of a project or comprising an entire loan, benefit the sector as a whole and are not limited to serving a single project.

Items Financed

Items financed by the Bank to implement communication support activities have included:

- Contract services or technical assistance: to help install hardware such as radio studios; or to handle background audience research or associated monitoring and evaluation activities, script writing, curriculum development, educational materials production, and so on.

- Commodities: such as transmitters, generators, tape recorders, tapes, cassette tape duplicators, radios and batteries, film or slide projectors and screens; computers, printing machines for reproducing materials; studio facilities for producing, recording, and mixing radio or television programs; public address systems; cameras; darkroom equipment; video tape recorders; and materials for making flannellographs or charts, paper for printing textbooks.

- Vehicles and buildings and other types of hardware required to train or attract field staff, or to improve staff mobility and the quality of program production (including outside broadcasting vans).

- Training costs: such as building rentals, instructional materials, trainer time, and per diem and travel costs where in-country, in-service or pre-service training are called for; or out-of-country training costs for top-level staff.

- Production costs of materials: pamphlets, posters, films, slides, broadcast programs, etc.

- Incremental salary costs:[6]/ for personnel required to implement the communication activities.

- Transmission or distribution costs: such as purchase of radio or television time, and shipping costs of posters, pamphlets, etc.

- Operating costs and spare parts for vehicles and equipment.

I. WHAT COMMUNICATION SUPPORT OFFERS

General Role

The main role of communication support is to help create the human environment necessary for a development project or program to succeed. More specifically, such support provides the information, motivation and education activities which are needed to change any indifference toward the project that local people might have to interest and commitment, ignorance to knowledge, opposition to acceptance and support, and established attitudes or habits that militate against change to ones that actively promote it.

Obviously, these human aspects are more important in social sector projects in which people, particularly the poor, play a larger part and in which changes in existing practices or behavior need to occur rapidly and on a mass scale. But they may also be a critical factor in other sectors such as water and wastes, transportation, industry, or energy, particularly when people's lives are affected or the project beneficiaries are expected to play an active role in decision making, implementation, or operation and maintenance.

Normally, then, what we are talking about in the case of communication support in the context of Bank-financed projects is a project component or set of activities under a project. But it is entirely conceivable for communication support loans to be made, and for such loans to support not one but several sectors. These loans might be appropriate where there already is a range of development activities in one geographic area which are having trouble meeting their objectives because the human factor has been left out of the original project strategy. Also, a communication loan could be made for institution-building purposes, though this would require a stronger institutional basis for communication support within the Bank than presently exists.

Potential Costs of Omission

Because it usually is difficult to isolate the benefits of communication support from those of other items financed, it can be misleading to use "success stories" as an argument for inclusion of

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6/ Usually financed on a declining basis over the duration of the project as provided in the loan agreement.

communication support in projects. Another and perhaps more persuasive argument for not taking such support lightly is the potential costs of its omission. While quantifying the costs may be difficult, they can be identified in a wide range of sectors and projects. For instance, in the case of a Bank-financed agro-industrial project in the Caribbean it could be argued that a more thorough review of management and labor relations during project design might have highlighted the need to include a plan for improved communication between labor and management and thus help to avoid labor strikes, which the Bank audit of this project showed to have been a major implementation problem. In the case of an irrigation project in East Asia, the government's resettlement proposal was sound and well received but communications failed altogether. The inhabitants of the town located above the dam site were not informed in time and did not agree to the plan to resettle them downstream of the dam. This soon became an emotionally and politically charged issue, resulting in protracted negotiations with the people involved. Meanwhile, new families moved into the area and increased the number to be resettled by 50 percent. Finally, the Government had to accede to the people's demand to be resettled beside the inundated old town. Consequently, there was a tenfold increase in the resettlement costs. The additional direct cost of relocation was $5,070 per family. There also were indirect costs; resettled farmers were left without an adequate livelihood and ecologically destructive activities resulted, leading to progressive degradation of the reservoir's catchment area. This in turn led to numerous technical problems: increased rate of run-off, a reduction in flood control, and a higher than anticipated rate of sedimentation in the reservoir. A subsequent Bank-financed project addresses the ecologically destructive activities of the settlers.

Not all costs of omission of communication support are as easily quantifiable or as large. Also, some may not become evident until well along in the implementation process or even after project completion. A case in point is a loan that supports new emphases in government policies (such as for family planning) but staff responsible for incorporating the policy in their normal activities (e.g., physicians, nurses) resist it in practice, perhaps because they were not involved at the planning stage or were not adequately motivated. Such a project may appear deceptively successful at the central level, particularly in the absence of a good monitoring and evaluation system, but results at the field level may be negligible. Another instance where omission of communication support may not be noticed right away might be a project (e.g., water supply or sanitation) where new and lower-cost technology options are introduced which require that the users themselves know something about care and routine maintenance so that the services will operate properly and achieve their expected life-span, or the new technology may require certain critical modification in use-habits so that the intended benefits (e.g., improving people's health) will be realized.

In other situations, the communication support solution may simply prove to be a better alternative to incentive or disincentive schemes, technical solutions, or legal action; or communication activities might have complemented these other approaches in dealing with such problems as system losses due to illegal consumption of water or electricity, wasteful use of drinking water, and obstacles to project

implementation or operation resulting from uncontrolled migration into the project area or the destruction of seedlings to create additional employment opportunities in replanting.

Although communication support should be more frequently conceptualized as one of the possible solutions to development problems, it should not be viewed as a panacea.7/ Unlike many other activities, it is almost never 100 percent effective within narrow time constraints, particularly if the objective is to change what people want and like or how they behave. But communication support can help, especially when budgetary resources available for it are adequate and design and implementation are carried out on the basis of a thorough understanding of the society and culture. On the other hand, quantitative prediction of the impact of communication support activities or components remains difficult. Direct comparison of the value of communication support in relation to other project components must therefore be judgmental, but it is often possible to show that small investments in communication support (say, one to five percent of the project cost) are likely to pay off. Analysis of the percentage of a target population whose behavior must be changed by communication support to make its contribution to the project objectives as cost-effective as that of other project components, will typically conclude that the break-even percentage is rather small.

Specific Functions

There can be no definitive list of specific communication support functions which would satisfy the requirements of all sectors or all communication specialists. The inventory in the appendix to this chapter should therefore be considered as illustrative. Nor should it be assumed that all functions would be included under a single project. It is important to note two things about these suggested functions: first, the identification of entry points for support by communication activities would almost always be impossible without a prior understanding of the social and behavioral environment in which the project will be implemented; and second, the communication activities themselves are assumed to be able to operate in any direction, not just from the top down.

7/ For a full discussion of the design alternatives for reducing social and behavioral risk in project work, see H. Perrett and F.J. Lethem, Human Factors in Project Work, Staff Working Paper No. 397, June 1980, especially Chart 5 and pp. 33-34.

INVENTORY OF COMMUNICATION SUPPORT FUNCTIONS

A. Facilitates Change Among Project Populations

Function Supported	Activity	Types of Projects
Participation in Planning	Sets up or strengthens information channels and procedures to make beneficiary needs or wants known to government decision makers.	Urban and rural development, low-cost sanitation, solid waste, and water supply, but also others.
Access to Useful Information	Publicizes availability and location of goods and services, or gives useful information on crop types, legal rights, income opportunities, or learning programs.	Population, nutrition, health, agriculture, urban, but also others.
Education	Supplements or complements existing educational systems through providing, e.g., mass media channels for teaching adults or children.	Several education projects.
Acceptance	Promotes acceptance of new ideas and products and generally speeds up the rate of acceptance.	Most population and agriculture projects provide for this function.
Cost Recovery	Conducts public relations for needed tariff increases; or mobilizes contributions of labor, materials, cash.	Water and wastes, urban, rural roads, some education projects.
Use	Promotes proper use of available goods and services.	Most population and agriculture projects and some urban and small-scale industry.
Materialization of Benefits	Facilitates change in attitudes and behavior which stand in the way of people benefitting from the goods and services provided to them.	Most population projects; many nutrition projects; some water and wastes projects.

Function Supported	Activity	Types of Projects
Distribution of Benefits	Redresses the imbalance where certain groups are at a disadvantage because of inadequate knowledge or understanding.	Many education projects supporting educational broadcasting.
Participation in Operation and Maintenance	Motivates people to assume responsibility for operation and maintenance, and provides the necessary skills.	Transportation (rural roads), water and wastes, urban, rural development. Also others.

INVENTORY OF COMMUNICATION SUPPORT FUNCTIONS

B. Helps to Create an Effective Implementing Agency[8]/

Function Supported	Activity	Types of Projects
Training	Supports training activities with instructional materials, or provides non-institutionalized structures for training.	Appears in all sectors of Bank lending under "project related training" activities.
Project and Program Management[9]/	Builds in or strengthens two-way information flows between various levels of the organization in order to strengthen management processes.	All sectors under "monitoring and evaluation" components.
Staff Development	Provides technical information (newsletters, information centers, etc.) to upgrade staff knowledge and improve performance.	Potentially in all sectors, but mostly financed under technical assistance projects.
Staff Productivity	Motivates field staff (e.g., through creating an "esprit de corps" among scattered staff) and maintains a high level of task orientation.	Agriculture and other sectors delivering services to widespread areas.

8/ The institution-building activities referred to here can serve the unit responsible for communication support in order to improve component implementation; or, they can be financed under the communication component to serve other parent project activities.

9/ Also relevant to the question of project and program management is World Bank Staff Working Paper No. 375, The Design of Organizations for Rural Development Projects, March 1980.

INVENTORY OF COMMUNICATION SUPPORT FUNCTIONS

C. Helps to Deal with Negative Behavior and Attitudes

Function Supported	Activity	Types of Projects
Lowering Opposition	Persuades key groups, at all levels, who might oppose the project to cooperate in its implementation and operation.	Many population projects and a few in agriculture and other sectors.
Decreasing Conflict	Sets up channels and processes for discussion or learning to lower conflict between such groups as labor and management, where it may threaten project goals.	Underutilized potential, particularly in agro-business, industrial and IDF projects.
Stemming System Losses	Educates and motivates for change where billing and collection weaknesses threaten achievement of financial objectives.	Power, water and wastes projects might consider communication support as an alternative, or, in combination with other measures, to deal with non-payment, theft, etc.
Decreasing Waste	Educates and motivates to decrease wastage of scarce resources (clean water, energy).	Water, energy, agriculture projects.
Decreasing Physical Abuse	Educates and motivates offenders to decrease destruction of technology or abuse of natural resources (e.g., soil erosion, deforestation).	Some forestry, agriculture projects might consider communication support to decrease destruction of seedlings.
Removing Obstacles to Expropriation	Motivates people to allow right-of-way for roads, etc., or persuades tribal people occupying or grazing livestock on tribal land to allow use of the land for project purposes.	Underutilized potential, in irrigation projects, for example.

INVENTORY OF COMMUNICATION SUPPORT FUNCTIONS

D. Helps to Prevent Negative Impact

Function Supported	Activity	Types of Projects
Involuntary Resettlement	Eases the process through explaining and preparing for the move.	Some irrigation, hydro-electric and resettlement projects.
Occupational Change	Reeducates people whose normal means of livelihood is removed by the project (e.g., scavengers, market women, artisanal fishermen).	Some transportation, urban, water and wastes projects.
Prevention of Health and Life Risks	Teaches people how to avoid vehicular threats due to new highways, or environmental health risks due to dams, etc. Apprises people of curative measures that need to be taken (e.g., chemotherapy in the case of schistosomiasis).	Selected highways projects and some irrigation, drainage, and hydroelectric projects.

II. DESIGN EXPERIENCE IN THE BANK

The World Bank's experience in using communication support varies among sectors. Not surprisingly, there is comparatively longer standing and wider experience in those sectors which are most concerned with lending for the rural or urban poor, or are highly dependent on people's participation, or require dramatic and rapid changes in established views and practices in order to succeed.

This section synthesizes the most relevant experience of seven sectors of Bank lending. It attempts to highlight differences among them and to identify important new directions that they might wish to follow. Given the broad scope of the paper, only limited space can be given to each sector, with the result that a great deal must necessarily be left out. The few paragraphs on each sector should therefore not be interpreted as a comprehensive sector review. The sectors discussed below are: education; population, health and nutrition; agriculture; urban projects; water and wastes; transportation; and telecommunications. A few sentences on energy and forestry are also included under the heading of "environment."

Education

The education sector has a long history of lending for educational broadcasting to supplement or complement in- and out-of-school education (Annex II). On the whole the approach has been cautious, with considerable learning along the way in such areas as: the integration of software and hardware to ensure, for example, that good content accompanies viable channels; the importance of built-in monitoring and evaluation, in spite of the acknowledged difficulties; and institution building. The education sector probably has had more experience with creating broadcasting infrastructure than any other sector in the Bank. Early attention to television has now given way to primary emphasis on the potential of radio because it is less costly and less demanding of managerial and technical skills and is therefore a more viable medium for most developing countries. The role of print media, particularly textbooks, in educational development has acquired increased recognition in recent years.[10/]

In making investments in educational radio programs or improved textbooks pay off, teachers are a critical element and increasing attention is being given to the persuasive role of communication support in

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10/ See, for instance, Stephen P. Heyneman et al., Textbooks and Achievement: What We Know, World Bank Working Paper No. 298 (Washington, D.C.: World Bank, October 1978). For example, 5 percent of the loans and credits approved in the education sector in FY75 contained a textbook component, 10 percent in FY76, 25 percent in FY77, and 40 percent in FY78. In conjunction with Bank Group investments, every student, or a very large proportion of students, is or will be receiving textbooks in the following countries: Benin, Malawi, Swaziland, Lesotho, Brazil, Jamaica, El Salvador, Philippines and Indonesia.

preparing teachers, as well as principals, school inspectors, parents and other interested parties, to accept major changes in an educational system introduced by a project. The PHILIPPINES: Third Education (Textbook) Project is an example of the planning and financing of orientation seminars for over 350,000 teachers and administrators to promote the more effective use of new textbooks developed under the project.

Radio and textbook investments seem to have been most successful when they turned out to have been the major missing element in improving an educational system after most of the other elements were already in place, especially appropriate curricula and well-trained teachers.

Population, Health and Nutrition

Whereas communication support activities in the education sector are usually directed toward conveying knowledge, in the population, health and nutrition sector (PHN) they most often are directed toward changing attitudes and behavior, although dissemination of basic information about health and health care services also plays a role. Depending on the nature of the project, these activities are variously referred to in PHN as "information, education and communication" (IEC), "information, motivation and education" (IME), "health education," "population education," or "nutrition education." Not surprisingly, such communication activities, especially when dealing with family planning, usually are more politically and psychologically sensitive than those in some other sectors.

Despite the constraints sometimes encountered, Bank-financed population and nutrition projects have demonstrated how essential information, motivation and education are in achieving the project objectives. Experience has shown that well-designed and well-managed communication activities can contribute significantly to creating awareness and interest, increasing knowledge and understanding, and changing attitudes and even behavior, within a reasonable period of time.

The PHN projects financed by the Bank have used combinations of personal contacts, modern mass media, audio-visual aids and traditional media in a variety of ways. These include coordinated multi-media campaigns and combinations with activities to integrate relevant content into formal and nonformal education programs.

Whatever the strategy employed, the prevailing concern with promoting change in health habits, fertility behavior or nutrition practices has led communication activities in the PHN sector to routinely stress social and behavioral analysis of the problems to be dealt with early on in the process of project preparation (e.g., to assess the feasibility of bringing about the contemplated behavior change and to identify relevant audiences for communication, their prevailing values and practices, and their exposure to various media and extension cadres). Also, because of the acknowledged difficulty of achieving behavioral change, this sector frequently opts for using a combination of various media and personal efforts in order to guarantee success and to speed up the process, but with a resultant increase in managerial complexity and the frequent need for inter-agency coordination mechanisms. Finally, the emphasis on achieving behavioral change has led to a concern for

flexibility and careful monitoring and evaluation so that, if found necessary, initially selected strategies can be modified in response to feedback.

Agriculture

For a variety of reasons, Bank support for agricultural development has focused on strengthening and expanding the orthodox agricultural extension system. But in recent years there has been a growing awareness, both within and outside the Bank, that many countries are finding it increasingly difficult to cope with the recurrent costs involved. There have also been encouraging results from Bank research on the cost-effectiveness of media, particularly when used in conjunction with face-to-face methods of providing information to farmers. The result has been a new interest in the possibilities offered by media, particularly broadcast media.

Where such interest exists, it usually relates to the supplementary role that media can perform in the following activities (in order of perceived importance):11/ (a) providing farmers with essential information, (b) providing training and information to extension personnel, and (c) improving feedback from the field (including to agricultural research and into future extension training programs). There is also some potential for using media to improve lateral communications, for instance, between different farmer groups and extension workers.

While the application of such approaches in Bank financed projects is presently limited, there are some positive examples of complementarity, such as in these projects: GHANA: Upper Region Agricultural Development Project (builds studios and provides FM networks to reach farmers in more isolated regions with radio broadcasts); MALAWI: Lilongwe Rural Development Project (includes mobile units and puppet shows); SUDAN: Southern Region Agricultural Development Project (provides for audio-visuals and radio in support of extension work); and NIGERIA: Funtua Agricultural Development and subsequent projects in Northern Nigeria (training and farmer education through use of mobile vans).

Bank staff in agriculture are also aware of the constraints and problems involved, such as: the need for specially trained personnel who combine skills in agricultural extension with communication and media skills; the frequent difficulty of obtaining cooperation between media and agricultural agencies and between different units in a single Ministry of Agriculture; and the frequent centralization of media infrastructure and programming activities which may limit the media's ability to provide locally relevant information. In some cases it is also difficult to deal with such questions as media infrastructure, hardware maintenance and manpower training on a project by project basis, and therefore a sectoral or even an inter-sectoral approach is often needed.

11/ According to a survey of participants in a recent workshop on the subject of media.

These are major problems but they are not insurmountable, and the promise offered by such approaches is too great to be ignored, particularly for lowering costs (for instance, in the Western and Eastern Africa Regions) and for quickly reaching large groups of small farmers with information, as in Asia, for instance. Therefore, it will be increasingly important to encourage developing countries to consider the use of communications media to supplement orthodox approaches to agricultural extension, and, where appropriate, to employ a more comprehensive approach to the planning of information and education in the rural sectors.

Urban

Urban development projects have a range of components and usually have a shelter component that covers slum upgrading of existing low-income settlements and new low-income housing in the form of sites and services. An essential part of designing and implementing these project components is community participation. Planned communication activities can help to ensure such participation in the development of an appropriate plan of action, in implementing it and in subsequently maintaining the improvements. The overall objective is to make sure that the project improvements are responsive to the community's needs and that the community supports the project and has an active part in making it a success. Communication activities may also be used to help formulate policy to and "sell" the project at other levels within the city or the country.

Communication support was provided for by a Bank-financed urban project in cooperation with UNICEF as early as 1974 (ZAMBIA: Lusaka Sites and Services). Since then, Bank-financed urban projects have varied in how they operationally approached the communication aspect during the project cycle. They can be viewed as existing along a range of little or no attention to this aspect, to systematic attention to it. The political climate of the country involved, particularly its attitude toward the active organization and involvement of area people, is a determinant factor. In some cases it was also felt that most of the communication processes would occur spontaneously. A case in point is a project in East Asia in which it was felt that motivation in the community was already high, the community was highly organized, and non-governmental organizations were active in the area. Therefore, communication planning only focused on providing a way to explain the reblocking process (this involved realignment of houses, changes in lot size, and so on) and obtain the community's cooperation.

At the other end of the continuum, attention is paid to the role of communications in a wide range of activities, such as: providing for the early involvement of certain local people in reviewing and contributing to the project concept; informing the beneficiaries of planned activities; obtaining their views on the technology options to make sure they will be satisfied; informing people about the availability of land and conditions

for ownership eligibility[12]/ and about the responsibilities associated with acceptance into the program and the legal or other requirements (e.g., existing building codes);[13]/ informing urban planners of what people are able and willing to pay for; motivating and organizing the beneficiaries to contribute to the project construction activities (e.g. participating in building communal facilities); and helping and motivating people to operate and maintain their own services and to contribute to the care of semipublic areas.[14]/

A recently appraised urban project in Latin America illustrates the systematic and comprehensive use of communication support. This project includes a fairly large communication component which supports the water supply, low-cost sanitation, drainage, and garbage collection aspects of the parent project. Elements of the strategy include the setting up of an extension system of sanitary inspectors and auxiliaries, the training of community leaders, a training program at the professional level to promote low-cost approaches and technologies, and mass media support.

In spite of its recognized importance, the urban sector in the Bank has no personnel specialized in communications; staff with a community development background oversee this aspect or consultants are responsible for it. Overall, the communication aspect is receiving considerably more attention than indicated in project descriptions; although it is usually not mentioned as a separate activity nor has a formal content, elements are included for financing under such headings as planning, implementation, project management and maintenance. The extent to which this low-key approach to communication support fulfills project needs is difficult to judge in the absence of a systematic review of implementation experience and project outcomes.

Water and Wastes

In the past few years in the water and wastes sector there has been growing interest in what information, motivation and education activities can contribute to the successful implementation of projects and the subsequent use and maintenance of the services provided. These concerns have been primarily associated with projects directed to rural populations or the urban poor, and with low-cost water supply and sanitation technologies.

In this sector, such communication support is frequently referred to as "health education." In practice, however, a broader range of

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12/ As has been experienced in Bank-financed projects, communication channel selection can play a major role in including or excluding certain groups (e.g., illiterates, those with lower incomes, those in certain areas of the city) from access to land plots or housing.

13/ So that people will not try to cut costs and end up spending more because of having to redo the work.

14/ Perhaps the area most vulnerable to rapid deterioration is not private property but property which is external to the plot and internal to the subdivision.

concerns is normally involved; these include promotion of acceptance; encouragement of self-help activities; motivation of regular and proper use of water supplies, latrines and garbage collection containers; motivation and education of users to take care of and maintain facilities; and promotion of better personal, household or community hygiene practices.

A number of Bank-financed projects are now supporting such activities. The UNDP-financed and Bank-executed demonstration projects in low-cost water supply and sanitation also routinely review the need for communication support, after first ensuring the social appropriateness of the hardware itself.

There is also some interest in the water and wastes sector in what support communications might contribute to overcoming commonly occurring problems through such activities as conservation of water (in conjunction with tariff measures), encouragement of users to pay their bills, assistance in plugging administrative leaks in bill collection, prevention of system abuse (e.g., illegal connections to sewers and the breaking of taps), and facilitation of tariff increases.

Transportation

In the transportation sector, communication support has two main functions: it contributes to road safety, and assists in ensuring local involvement in rural road construction and maintenance.

The Bank has become increasingly concerned about the high rate of road accidents and is therefore open to considering the inclusion of safety-related components in Bank-financed projects. Training and education courses for road users are one such component; they can include training for drivers, particularly of public services and heavy commercial vehicles, and educational programs for children. The latter may involve supplementary use of mass media (radio, TV, posters, newspapers, etc.).

Several components have already been financed by the Bank. Truck driver training is included in two highway projects (Ivory Coast and Upper Volta). Technical assistance for advising on road safety education is provided in the BENIN: Fourth Highway Project, and some further assistance on road safety education has been provided in the COSTA RICA: San Jose Urban Transport Project.

The role of road users in rural road construction, and particularly, in rural road maintenance, is a matter of growing concern to the Bank.[15/] The role of communication support--as in any other sector where local participation is desired--is to engender a high level of interest among local people, involve them in the road building and maintenance activities (and if possible, those at the planning stage), and make sure that the required inputs materialize as intended.

15/ The Road Maintenance Problem and International Assistance, World Bank, December 1981.

Telecommunications

The Bank telecommunications sector, by its own definition, can be considered on the fringes of the communication support area as defined in this paper. At the same time, it may have an important role to play in lending for telecommunications components of projects in other sectors and assisting in hardware components when called upon to do so.

In recent years there have been several interesting examples of the use of telephones or radio equipment to support other sectors' project objectives, particularly in South Asia and East Asia, as in the BANGLADESH: Population I and the KOREA: Rural Infrastructure II projects.

Environment

Agriculture and Rural Development. A major issue in the 1980s will be how to change the attitude of rural populations in many developing countries toward maintenance of rural infrastructure and conservation works, soil erosion control, grazing control, and pasture management. While extension services and the formal school system can help, they cannot achieve the task alone. Mass media as well as smaller media are needed to support the efforts to achieve rapid and massive reeducation and motivation of the rural populations to take an active part in all programs to protect and improve their environment.

Forestry. Communication support activities have become important to the forestry sector in two ways: to prevent or decrease deforestation, and to encourage people's involvement in forest regeneration. The first function is provided for in such Bank-financed projects as NEPAL: Community Forestry and Training and INDIA: Uttar Pradesh - Social Forestry, through including communication support for the purpose and financing it under the loan. The importance of motivation and education to encourage tree planting is recognized in such projects as INDIA: Gujarat - Community Forestry, MALI: Forestry Project, KOREA: Integrated Rural Infrastructure, and NEPAL: Community Forestry and Training.

Energy. Where conservation of energy becomes necessary, intensive public information campaigns (normally relying heavily on mass media) can help to promote public understanding and cooperation. Communication support can also encourage the adoption of more energy-efficient technologies, or make known and encourage the use of new types of fuel to substitute for scarce alternatives.

III. THE DESIGN PROCESS

Dependence on Other Design Activities

Since communication support is usually a service to other project components or other physical inputs into a development program, general project decisions regarding target populations, technologies and delivery systems will determine whether such activities are needed and, if so, their general scope. Thus, such components often may be identified during the

preparation rather than the identification stage of the parent project. There is enough experience, however, in population, nutrition, and agriculture projects and rapidly accumulating experience in water and wastes (particularly in association with sanitation) to speed up the process of identification of communication activities needed to help achieve project objectives. Sector studies can also help in this process. However, communication design, in the context of project planning, will almost always depend on the extent to which other design decisions have or have not been made. Where the project planning process itself depends for success on a high degree of participation and effective communication (e.g., in urban projects) then the early identification of a communication package for this purpose may be particularly important, and this initial package will not be as dependent on other design decisions.

To ensure that the planned communications will effectively support the other project activities, there must be close interaction between the designers or appraisers of the primary project and the communication planner. This applies to the developing country, to consultants assisting the government in the preparation work, and to the members of Bank identification, preappraisal, and appraisal missions. Cross-referenced terms of reference can lay the groundwork for this interaction. The remainder of this section describes the communication support design process. The steps do not always occur in the order set out below and often are interactive.

Institutional Arrangements and Institution Building

Depending on the sector and the country, the agency responsible for implementing the other project activities may or may not have a unit in charge of providing communication support (or related activities) and which therefore could assume responsibility for implementing the communication component of the Bank-financed project. Hence, where the institutional linkage point is not clear (as occurs, for instance, with "hardware" oriented agencies) a decision frequently will have to be made whether to set up new institutional structures (thereby involving a long lead time before the activities can be implemented), or to look for collaborative arrangements with other agencies (which may incur problems of coordination, staffing and budgeting), or to try to contract out most of the activities (see paras. 4.07-4.08).

Even where a related institutional structure exists in the main implementing agency (this may be labelled "health education," "population education," "extension services," "audio-visual unit" or a similar term) some institution building is often indicated. Therefore, the project may need to include, for instance, training or technical assistance. It may be advisable to consider including such items under retroactive financing in order to minimize delays.

Definition of Objectives

Frequently, the first step in defining the objectives of the communication support activities is to identify what kinds of information, knowledge, motivation or behavior patterns that the other project (or

program) activities may need to ensure their success. This occurs through (a) developing a thorough understanding of the people involved in the project; (b) analyzing the social feasibility of project activities;16/ (c) identifying specific problem areas (i.e., knowledge gaps, motivation, behavior, etc.); (d) classifying problem areas according to whether they can be dealt with through information, motivation and education support or require other solutions; and (e) review of existing communication resources and capabilities for providing the needed activities in order to identify gaps for possible project financing.17/ Annex III illustrates this process from Bank project work in the health sector.

People to be Reached

Identifying the audience to be reached with communication support is not as easy as might appear at first glance. The audience may not necessarily be limited to the target populations of the parent project, more than one population sub-group is often involved, and there may be a need to reach different audiences for different objectives or at successive stages of the project.

To illustrate, while a pregnant or lactating mother may need to change her dietary habits and may be persuaded and have the means to do so, she may be unwilling to translate such conviction into action unless her husband's mother also agrees (see the communication component of the INDIA: Tamil Nadu Nutrition Project). Again, whereas it may be assumed that the mother will decide when the child is to be taken to the health post, in some countries it has been found to be the child's father--even if he does not reside in the household--who will make that decision. Or, while at face value one might assume that women farm managers make the decisions on agricultural practice in the absence of men who are engaged in off-farm labor, this may not be the case; the men may still make the decisions even if they are absent for half a year or longer (this has been found to occur in Lesotho, Peru, and Yemen Arab Republic). If children are the final target population for change, this does not imply that they are also a suitable target audience in communication support activities aimed at achieving the change.

Communication support planners often categorize their potential audience as follows:

(a) the final decision maker(s);

16/ See H. Perrett and F.J. Lethem, Human Factors in Project Work, Staff Working Paper No. 397 (Washington, D.C.: World Bank, June 1980), pp. 58, 59 and Chart 5, for a discussion of social feasibility analysis.

17/ Usually some forms of communication infrastructure and activities are already in place and can be used or built on. The question is therefore how to move from the existing situation to that required to achieve the project goals.

(b) those who informally influence the decision maker (or constitute a barrier to change), such as family, neighbors, friends or co-workers; and

(c) others with more formal influence (or potential opponents to change) such as local, political, religious, health, or other leaders.

Timing and Time Frame for Activities

The timing of activities is an essential consideration in the planning of communication support. In decision making, the communication planner often needs to consider:

(a) The time budget of the audience: there may be major differences between various audiences and even within a particular audience, resulting, for example, from occupational or seasonal factors. These differences will affect the time of day when field workers can make visits or when radio programs can be broadcast, or the seasonal timing of self-help activities to coincide with slack periods.

(b) When information should be disseminated to the best advantage: for example, agricultural communications need to coincide with the performance of specific agricultural tasks and the availability of recommended project inputs; information on oral rehydration procedures should coincide with seasonal outbreaks of diarrhea and availability of rehydration mix (unless it is home prepared); promotion of improved water supplies may be best done during the dry season when hand-dug wells may run dry and the idea of a regular supply of water becomes more attractive.

(c) Availability of channels: another factor to be considered in the timing of activities is channel access (i.e., hours when radio time is available, field workers are willing to work,[18]/ and so on).

The question of time frame is also important. Once the task for communication support has been identified, a realistic assessment can be made of the number of months or years that the activities need to be in operation in order to achieve their objectives. Communication support, unlike advertising, does not often work within a climate favorable to its objectives. Morever, the changes it aims to bring about are more drastic than changing from one brand of soap to another, for example, or one model of car to another. The audience in a developing country may be

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18/ For instance, the best time to reach farmers might be before they leave for the fields, or for urban dwellers it might be late at night after work. But field staff may not be willing to make house calls at such hours.

uninterested or even hostile to what is proposed, or simply may want to take longer to decide and act. Therefore, a longer time frame--as well as a different strategy--is often needed. Experience has shown that a frequent cause of failure in communication support activities is not allowing enough time for the desired changes to occur and become permanent.

Selection of Channels

The design process will select a communication channel or combination of channels to carry the needed information or messages to the intended audiences. In making the selection, a decision has to be made on the relative importance to be given to "personal" or "people-based" channels (such as various kinds of salaried field workers, but sometimes also volunteers or different community organizations or groups), to different kinds of materials or smaller media, and to the available mass media (e.g., radio, television, cinema, newspapers).

Different media, media combinations and types of materials and extension systems tend to have their proponents. Each has advantages and disadvantages (see Annex IV), the importance of which will vary from situation to situation. Because different channels have different capabilities, in making a selection, the communications planner will normally take a number of considerations into account, including: channel outreach; the credibility and attractiveness to the people to be reached; the extent to which the channels are suitable with regard to the literacy level, language and age of the intended audience; the extent to which the channels can carry the kinds of messages needed:[19] costs (including whether the government can afford the recurrent costs, or what can be done within the amount the government is willing to allocate);[20] managerial considerations;[21] the extent of political access by the particular ministry (or country in some cases); the complexity of the channel and the

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19/ For instance, print is a good medium to allow repetition of a message at some later stage when precise recall is needed and demonstrations and visual media are better than audio to help explain exactly how something works.

20/ One advantage of using mass media channels is that recurrent costs often decrease substantially after the start-up costs of the first few years. However, individual sectors' budgets for communication support tend to be small except in cases where the importance of such activities is widely recognized, as in the population field in some countries.

21/ For instance, the use of posters and pamphlets may become a major problem for management if there is no efficient distribution system, and managing a system of field workers is obviously more demanding than broadcasting over a nationwide radio channel.

existence of skills and experience for using the particular channel; the lead time required; and political preference.[22]

The extent to which messages may reach beyond the target audience (e.g., in the case of radio or public meetings) will have to be considered in the choice of channel when the necessary complementary inputs are unavailable to such non-project populations (e.g., where communications are supporting feeding programs, distribution of vitamins or contraceptives, immunization activities, credit programs, and so on).

When the project objective is simply to reach certain identifiable people with given information, a single medium or unsupported personal channel can usually serve this purpose. But when the objective is to influence what people feel, believe or do (as normally is the case in agriculture, health, nutrition, population, and water and wastes projects), a single-media channel will not be sufficient, except in those cases in which the desired change is minor (such as buying iodized rather than uniodized salt).[23] It is therefore prudent to assume that when communications support activities are expected to help change people's practices within a relatively short period under a Bank-financed project, person-to-person contacts are essential. Mass media should not be used alone but in combination with the support of field staff.

More generally--and within the limits of the available funds--a combination of primary and secondary channels (personal, mass media or audio visual aids) will be required. This will have the added benefits of compensating for possible deficiencies of the primary channel and of creating a synergetic effect. For instance, media can serve to overcome skill limitations of field staff, lessen their workload and improve their effectiveness by reaching otherwise inaccessible areas. Conversely, when mass media is the primary channel, the human element (or secondary channel) can be built in to provide feedback to management, act as a relatively passive delivery system in the case of print media, or provide publicity for the media programs. Bank-financed projects illustrate many of these options.

22/ As Bank experience has demonstrated, some channels are politically more attractive than others. Television usually carries with it considerable international as well as national status. Using community workers and local organizations may, on the other hand, be politically undesirable. Two-way radio is also sometimes rejected by governments because of the political risks of decentralized control.

23/ Probably the most ambitious series of experiments to test this hypothesis has been carried out by Manoff International in Ecuador, Nicaragua and the Philippines. Their overall findings support this conclusion. But even where radio presumably has been involved alone, in most cases they note that unplanned informal support of the radio's messages usually took place. Overall, their findings argue for general development use of radio in combination with other planned communication activities.

Given the broad scope of this paper, it is impossible to adequately discuss each people-based channel, media or type of material. Radio will be used as an illustration here, not because it is necessarily the most important but because in recent years considerable attention has been focused on the use of radio for development communications, and also because the Bank has contributed to the wide body of literature on the subject.[24/] Radio is popular largely because of its comparatively wide coverage, relatively low unit cost, and its ability to circumvent such constraints as illiteracy and lack of roads and electric power mains.[25/] At the same time, specialists agree that the use of radio is more effective when combined and directly linked with other media or materials (particularly visual ones such as posters, charts, filmstrips) or with personal contacts by teachers, agricultural extension workers, health workers, and the like).

Another way to increase the outreach and effectiveness of radio, which is popular in many countries, is the radio listening group or forum which can be based on mothers' clubs, market cooperatives, irrigation associations, and so on. These forums can (a) help to ensure that at least certain key people actually listen to the programs, (b) expand access to radios where they are scarce (several people listening to one receiver), and (c) increase the effectiveness of any message by permitting immediate translation of the message to local conditions and encouraging change through group pressure. But unless the existing group structures and field staff can be linked, setting up and maintaining radio listening groups may not be cost-effective[26/] or they may disband too quickly through lack of interest. The latter problem is well recognized but can be overcome through good design.

Even radio may not be an appropriate medium under certain circumstances, such as (a) when the population to be reached is too small

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24/ A major collection of case studies has been published by Peter L. Spain, Dean T. Jamison and Emile G. McAnanay under the title Radio for Education and Development, World Bank Staff Working Paper No. 266 (Washington, D.C.: World Bank, May 1977), Vols. I and II. Another Bank publication on radio as well as other media is, Shigenari Futagami et al., The Educational Use of Mass Media, World Bank Staff Working Paper No. 491 (Washington, D.C.: World Bank, October 1981).

25/ Assuming that the technology used required minimal maintenance and that replacement parts and batteries are readily available--which has become increasingly the case in developing countries.

26/ See, for instance: "Program in Communication Research, Second Annual Report" (Stanford, California: Institute for Communication Research, Stanford University, 1975).

to make its use cost-effective;[27]/ (b) when there is considerable ethnic or linguistic diversity and program design and broadcast transmission cannot be suitably decentralized; (c) when there is pressure to use a government radio station despite a weaker signal and a limited audience; and (d) when extreme poverty limits access to radios or batteries (and sometimes licenses for radios).

Traditional media, sometimes in conjunction with modern media, such as radio, are also increasingly recognized as potential channels for development messages in those countries where they remain an active and popular part of the culture.[28]/ Among Bank-financed projects which have planned and financed their use are INDIA: Population II and Tamil Nadu Nutrition and MALAWI: Lilongwe Rural Development.

There is usually some way, although not always at low cost, to reach people with information no matter how isolated they are geographically (and therefore difficult to reach by extension workers), how low their literacy level (making use of print materials and newspapers difficult), or how limited their access to modern media, road and power infrastructures. But when major change in practices is required, the task of the communication planner becomes more difficult and a careful review of the social as well as the technical questions becomes doubly important. Channel selection, while not the sole consideration, remains a critical determinant of both the cost and effectiveness of communication support components.

Communication Style, Technique and Content

Communication activities need not be dull or didactic. With person-to-person approaches, use can be made of entertainment formats, emotional as well as rational appeals, and techniques that allow the audience to take an active part, such as group discussions and decisions, clubs, committees, public meetings, seminars and workshops, role playing and dramas (perhaps combined with discussion), and community self-surveys. Passive mass media channels, such as radio, television, films, newspapers and posters, can have a more positive effect on the audience if they avoid the lecture format and instead use dramatization, games, dialogues, interviews and group discussions, or pick up traditional media elements. Similarly, a demonstration of how to prepare a new food or apply a new agricultural technique can be more effective with audience participation.

27/ The often-heard "institution building" argument (i.e., that the development of quality programs for a small audience is justified by their future use elsewhere) does not really hold water, unless (a) the programs are very general in nature so that they will have wide relevance and need little adaptation; and (b) the structures for further use are also identified.

28/ For instance, loudspeakers may be used to broadcast dramatic performances to a wider audience, and radio, television and film can broadcast traditional media performances focusing on development messages.

Detailed design of the technique to be used is usually not necessary during project preparation, but the Bank may request that the method or possible methods be specified, particularly if a method has proved effective with a particular audience and subject matter. Such specification also helps to avoid the didactic approach too often used in communication activities in developing countries. The pros and cons of different media, materials, and inter-personal techniques are outlined in Annex IV.

As for the technical design, specification of content would normally not occur during project design, although illustrations can always be provided and major themes noted.

Pretesting, Monitoring and Evaluation

Pretesting of media and messages is normally considered necessary in designing communication support. This can prevent costly errors which may appear obvious in retrospect but sometimes escape notice during design, partly because those responsible for design may be very different in terms of education, culture and audience. Detailing of specific pre-testing procedures normally occurs during the project implementation stage.

Monitoring is essential because so many things can go wrong during implementation of communication activities and management needs quick feedback to make necessary changes. Information can come from various sources, such as field interviews. The purpose of monitoring is to ensure that the messages get out, reach the right people, are understood and found credible and/or interesting, are remembered, and that the audience's response materializes along expected lines.

Because monitoring and evaluation may have a low priority during project implementation, it is often a good idea to decide upon the main criteria and general procedures and responsibilities for this function during project design so that it is explicitly included in the project plan and perhaps paid for under the loan. The details can then be worked out after project appraisal.

Costs and Costing

The costing of communication support activities is easier and also can be more sophisticated in projects and sectors involving one main target group, in a relatively controlled situation and when the objectives are limited to education or providing access to information. In such cases, it may be possible to carry out a cost-benefit analysis (or more accurately a least-cost analysis), as occurred for some Bank-financed education projects (THAILAND: Education V is a recent case) and agriculture projects.[29/] Such comparative analysis, however, is difficult if not impossible in the population, nutrition, health, water and wastes, and similar sectors because these often involve many different elements,

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29/ For a discussion on media costs of formal education (much of which is also relevant to nonformal activities), see Dean T. Jamison, Steven J. Klees, and Stuart J. Wells, The Costs of Educational Media (London: Sage Publications, 1978).

target groups and types of objectives, and the costs of communications are difficult to isolate from other inputs.30/

Assessing benefits can be even more difficult. A common overriding problem during the design stage is the difficulty of forecasting the level of inputs and the number of months or years required to produce behavioral change. As a result, decisions are often made on the basis of informed judgments (based on known comparable experience elsewhere, the peculiar characteristics of the project situation, and the research literature on diffusion of innovations and behavioral change). The first year of project experience can serve as a check on the accuracy of such judgments and may suggest a revision in project activities, with associated changes in costs. It may therefore be advisable to prepare detailed costing for only the initial project year, followed by periodic (for example, annual) testing and updated work plans. A sizable physical contingency would have to be built into the cost estimates to allow for unforeseeable additional inputs.

In many cases, investment in a communication support activity will account for a relatively small percentage of total project cost (0.5 to 1.0 percent). This is not so, however, in those sectors which depend on a considerable generation of demand or on major behavioral change to achieve the project objectives (such as in population or nutrition), or in sectors which may require major institution building or media infrastructure financing (such as in agriculture or education).

In general, it is much more expensive to achieve change in behavior than simply to reach people with information or educational messages. The Manoff mass media program in the Philippines found that this can be fifteen times more costly, or even more. The cost of broadcasting messages was estimated around $2.60 per family, whereas the cost of producing behavioral change was as high as $15-$29 for each infant benefitted.31/ But if technical assistance costs are not included, the costs involved in behavioral change are much lower (about 50 percent). For a number of reasons, such costs per person benefitted are much higher than in most Bank assisted projects.

Overall, estimating costs per person reached and benefitted has tended to be a weak aspect of communication support design and

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30/ For instance, it is difficult to assess the amount of time health workers spend on providing information compared with that spent on providing treatment. See, for instance, James Austin et al., Nutrition Intervention Assessment and Guidelines (report submitted to UN ACC Sub-Committee on Nutrition), Cambridge, Mass.: HIID, June 1978.

31/ See Richard Manoff, Thomas Cooke, and Susan Romweber, Radio Advertising Techniques and Nutrition Education: A Summary of a Field Experiment in the Philippines and Nicaragua (Washington, D.C.: USAID, December 1977).

implementation. This is probably partly due to the frequent lack of attention to this aspect in the training of responsible specialists.[32]/

IV. COMMON PROBLEMS AND ISSUES IN DESIGN

Common Difficulties

Bank-financed projects commonly encounter several difficult problems in the design of communication support, including:

(1) fragmentation of the activity among several ministries or agencies, even in the support of one sector activity;

(2) professional and institutional weakness of the unit responsible for SC (particularly in the case of health and nutrition sectors, often in agriculture and education, and sometimes in population communications);

(3) lack of national plans and policies in development communications which would assist in ensuring that even piecemeal activities in direct support of immediate project objectives are in tune with and build toward broader and longer-term goals;

(4) the overall political sensitivity of information planning in many countries, particularly where the use of public information channels such as mass media is involved; and

(5) the multiplicity of skills frequently needed for planning or implementing such activities (usually: behavioral science skills; technical media-related skills; at least a general sector understanding; research, monitoring and evaluation skills; management and organization design skills), which is difficult to find combined in one person or institution.

Inclusion of Communication Support versus Managerial Complexity

Communication support is usually a component or set of activities added on to a parent project, and thus might be challenged on the grounds of causing a heavier managerial workload and possibly added complexity. At the same time, though, its primary purpose is often to support project objectives and minimize implementation problems of the parent project. Therefore, in designing a communication component, consideration should be

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32/ As an example of the general shortage of such data, the Harvard Institute for International Development conducted a survey of nutrition projects and found that in less than one-third could a rough estimate of total program costs per recipient per year be given.

given to: (a) careful selection af the administrative arrangements, and (b) minimization of managerial complexity by analyzing alternative strategies in managerial terms, limiting the number of elements or channels involved, sub-contracting the more complicated aspects, avoiding the use of overly sophisticated media, and including a good management information system.

Centralization versus Decentralization

Planning communication support requires an analysis of the activities that should be centralized and those which should be decentralized, trading off economies of scale against such arguments for decentralization as the existence of important differences among the target audience and their situation. For instance, decentralization may be more appropriate to deal with different crops or conditions in agriculture, types of foods eaten or locally available in nutrition projects, or major variations in health problems, beliefs and practices in health projects. Or, the audience may need to be approached differently because of linguistic or ethnic variations that affect comprehension or channel access.[33/]

Some strategies may require a mix of centralization and decentralization, depending on the type of function or message. For instance, it may be sensible to use centralized radio broadcasting (where no local stations are available) for intensive promotion of general measures against soil erosion or for promoting the use of fertilizers if these are widespread needs--and at the same time rely on extension agents to give more specific and "how-to-do-it" information tailored to local conditions. Similarly, expensive radio or television sequences, which are centrally produced, can be selected and spliced together by local stations; or the design and pre-testing functions may be decentralized but production centralized. Design and production of posters and some charts on general problems may be centralized, but a certain amount of money may be allotted for production of locally applicable and more specific visual aids--for instance, by field workers selected from the areas they will serve, during a decentralized pre- or in-service training course.

Sometimes the structures and skills for decentralization of certain activities, such as program design, simply are not available and cannot be set up within the project time constraints. Or the government may prefer to maintain central control in order to ensure uniformity of output, or for other reasons.

Single Agency versus Multi-Agency Responsibility

A difficult issue in planning communication support is whether to link up with one agency and build up its implementation capability, or work through several agencies which together have the required expertise and infrastructure, and orchestrate their activities. Several factors are normally taken into consideration in making the decision; these include the

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33/ Even seemingly small factors, such as the cultural meaning of colors, may be critical (for example, in poster design and production) as has been found in Malaysia and Bangladesh.

existence or lack of ready mechanisms for coordination (e.g., in the Philippines there is a Commission on Population for population communications); the extent to which management can cope with added complexity; the degree of strong central control that may be required; project timing constraints; and the amount of funds available for institution-building purposes.

In-House Responsibility versus Contracting Out

The question of in-house responsibility versus contracting out frequently arises in regard to media design and production or when deciding on arrangements for monitoring and evaluation of the communication support activities. Project time constraints will be a consideration where considerable institution building within the responsible agency would be required to conduct such activities in-house. Other considerations include the government's ability to attract skilled people (at government salaries) and pay recurrent costs (budgeting regulations may treat sub-contracting to commercial firms or outside agencies as capital costs), and the extent to which people, once trained, may switch to the private sector, where the demand for media skills may be high. The required duration of the particular communication activity will also be a factor. Finally, the decision regarding responsibility for media design and production will be influenced by the existence or lack of expertise in the private sector.

In the case of monitoring and evaluation of Bank-financed projects, the usual preference is for in-house monitoring of communication support and the contracting out of any major baseline or follow-up studies for evaluation purposes (often subsumed under other project evaluation efforts since effects are difficult to separate out). However, feedback channels and procedures for management's use of such information have to be assured.

Mass Media versus Personal Channels

The question of mass media versus personal channels has been the subject of discussion for many years and is impossible to summarize satisfactorily in this paper. There is general agreement that (a) both have certain advantages and disadvantages (see Annex IV), (b) selection is largely determined by project objectives and the local situation (including access, costs, effectiveness, etc.), and (c) a combination usually works out best where time, budgetary and management constraints allow.

A problem in designing communication support is that often the choice of personal or media channels and the type of media is not determined by a careful analysis of the options, but rather by the professional specialization of the person chosen to do the design. Or the choice may be made in the light of too rapid a transfer of models from other countries, without an adequate review of their appropriateness. These problems underline the need for thorough review at the preparation and appraisal stages of Bank-assisted projects and careful selection of consultants by developing countries or by the World Bank when staff are not available for mission work.

Overdesign versus Underdesign

Overdesign of communication support is as much to be avoided as underdesign because it may place a straitjacket on these activities, thus preventing necessary changes later on, and also may distract the designers from making a thorough review of alternative strategies and institutional questions. Detailing of content is usually not necessary prior to appraisal of the Bank-financed project; however, careful specification of the objectives and audiences of communication activities is needed, as is selection of the media to be used, since both will affect costs, institutional arrangements, staffing, and so on.

How much detailing and specification of activities are ideal during the design stage also depends largely on the expertise of those who are to manage them, at both the developing country and the Bank level. Specification of steps and timing in particular (with detailed Bar Charts and, where possible, Pert Charts) will help nonspecialized staff to ensure that the activities are taking place as planned during implementation. Such aids are important because once the allocated funds become available, detailed design and implementation of communication support activities have to keep to a tight time schedule.

V. CONCLUSIONS

At this point in time, communication support is an emerging but not a universally recognized or central aspect of World Bank lending. Only a comparatively small percentage of projects consider it and few staff are specialized in communication activities. Nevertheless, interest in this area has been growing over the past few years. Such interest is reflected in the financing of communication support activites or components in a range of sectors, including population, health and nutrition (PHN), education, urban, agriculture, and more recently and to a lesser extent, in water and wastes and transportation. This interest has also been demonstrated by some staff orientation and training in communication support (see Annex V). This attention to communication support is largely attributable to the Bank becoming more involved in financing projects which depend for success on the participation of the people in the project area (who are often the final beneficiaries). As more of these projects reach completion, it is becoming increasingly clear that such participation does not always occur as expected. Development does not necessarily sell itself. The people for whom it is meant may not be ready for the seemingly radical changes called for, or the implementing agency's staff may be so hampered by the twin handicaps of inadequate training and low salaries that they may need extra help to be willing and able to play their part effectively. Or, such staff may need special motivation and orientation as an encouragement to accept new sector policies and priorities or new (and perhaps lower cost) technologies. Finally, even where the people participate at one level, they still may be prevented from benefitting because they lack the necessary skills or awareness to make the best use of their new environment or improved services.

Therefore, it is perhaps time for some of the accumulated knowledge and experience of such field as social marketing and communications to be applied more systematically to development activities. To design and implement communication support activities in development programs will certainly be more difficult than the design and implementation of their counterpart activities in the commercial arena. In the context of planned development, the budgets are usually more restricted, the data base is poorer, and the political climate may limit what can be done. Above all, successful development may require promoting major change in attitudes and behavior which are deeply imbedded in society and tradition, and the people themselves often are more likely to revere the status quo rather than to accept change. In sum, the problems are bigger and the resources smaller.

Given all these constraints, can communication support succeed? If it is well designed and well managed and if the objectives of the parent project or program are basically realistic, the answer is yes. But a qualification should be made: it is unlikely that even the most carefully planned support will be 100 percent successful. On the other hand, it often is possible to show that small investments in communication support do pay off. Analysis of the percentage of the project population whose behavior must be changed by communication support to make its contribution to the project objectives as cost-effective as that of the other components, will typically conclude that the break-even percentage is rather small.

But it should again be emphasized that communication support can be cost-effective only if it is well designed and well managed. This cannot be achieved simply by including equipment and perhaps salary support for extension staff in a loan. What is most important is the strategy and the extent to which communication support is based on a thorough understanding of the society within which the project operates and the people whom it aims to benefit. A good strategy also needs to have carefully weighed the alternative combinations of person-to-person contacts, mass media, and smaller media and materials in order to have selected the combination most likely to work; and even having done that, the strategy should have a built-in flexibility to modify the initially selected approach as circumstances may require. Finally, time often is a critical factor and even if communication support is the smallest component in the project package, it may need to be given special attention in retroactive financing and early on during implementation, so that it gets off the ground quickly.

Finally, turning from the technical to the general level of discussion, it might be argued that communication support is part of a different approach to the design and implementation of development projects--an approach that gives due consideration to the human factor from the beginning to the end of the project cycle. This is the approach which subscribes to the view that without the cooperation of the people, development cannot succeed.

WORLD BANK LENDING FOR DEVELOPMENT COMMUNICATIONS

FY 1979

Sector	Mass Communication		Face-to-Face Communication	
	Amount $	Percent of sector lending	Amount $	Percent of sector lending
Agriculture and Rural Development	4,857,000	1%	126,629,000	5%
Education	17,436,000	4%	N.A.	N.A.
Population, Health and Nutrition	22,240,000	20%	11,930,000	10%
Total	$44,533,000		$138,559,000	

WORLD BANK LENDING FOR EDUCATIONAL BROADCASTING 1/

Year	Project	Item	Project Component Cost US$ million (Contingency Excluded)
1979	Thailand, V	An educational radio network; a radio program production center, receivers, and technical assistance.	21
1979	Malawi, III	Radio studios and receivers for Malawi classrooms Correspondence College (secondary level).	1.9
1978	Philippines, V	Pilot scheme in two provinces regarding radio's impact on classroom teaching and teacher training. New curriculum and textbooks being introduced along with educational radio.	3
1978	Haiti, II	A radio program production center, receivers, and teachers' manuals.	1
1978	Somalia, III	Radio, receivers for non-formal education	0.2
1978	Algeria, IV	A study on distance teaching using broadcasts.	0.4
1978	Indonesia, VI	Audio-visual aid equipment and production facilities for non-formal education.	3.6
1977	Colombia Nutrition	Nutrition campaign with multi-media approach using governmental and commercial facilities. Radio is the mainstay.	2.2

1/ Education projects, unless otherwise specified.

SOURCE: S. Futagami, Education Department, World Bank.

Year	Project	Item	Project Cost US$ million (Contingency Excluded)
1977	Bolivia	Experimental bilingual education (primary level) and community education using radio, printed materials and mobile units.	1.2
1977	Indonesia, V	Audio-visual aid equipment for teacher training institutions, including video tape recorders for micro-teaching.	0.8
1977	Philippines, IV	An additional radio station (including a transmitter) to a State College of Agriculture.	0.2
1977	Pakistan, III	Experiment on adult functional literacy program with ETV. 250 TV receivers installed, and ETV programs and printed materials distributed among 100,000 villagers.	0.3
1976	Philippines, III	Mass media pre-investment study.	0.35
1976	Kenya, III	Building a multi-media center (including radio studios) and distributing receivers to primary and secondary schools.	2.6
1976	Ghana, Agricultural Development	A new radio network for the Upper Region agricultural development.	1.4
1975	Ethiopia, IV	A Radio program tape network (including transmitters), radio program production equipment and receiver maintenance facilities.	2.2
1975	Ivory Coast	Supplement to instructional TV evaluation.	0.14

Year	Project	Item	Project Cost US$ million (Contingency Excluded)
1975	Indonesia, Agricultural Research and Extension	Buildings and equipment for a national and nine regional agricultural information centers. (The centers produce radio programs and other TV materials.)	3.4
	Thailand, IV	Buildings and equipment for four Adult Education Regional Centers including a small radio program recording studio for each center.	3.1
1973	Philippines, II	Two radio transmitters and ancillary equipment for two universities' agriculture colleges.	0.3
1973	Malaysia, III	ETV and radio program production facilities, receivers (primary and secondary schools), and TV receiver maintenance workshops, all in East Malaysia.	3.6
1972	Iraq, I	Technical assistance for ETV operation, ETV program production equipment and TV receivers for pilot schools (primary).	0.9
1972	Malaysia, II	A building and equipment for ETV program production, equipment for the State Educational Media Service Centers TV and TV receivers for primary and secondary schools.	1.8
1971	Turkey	Equipment of the Educational Film, Radio and TV Center for expanding ITV aiming at primary schools and rural adult.	0.3

Year	Project	Item	Project Cost US$ million (Contingency Excluded)
1971	Jamaica, II	Equipment of the Education Materials and Aids Center needed for expanding ITV in primary schools and for distance teaching at the secondary level.	1.3
1970	Ivory Coast, I	A building of an ITV program production center and relevant technical assistance.	1.4

PROBLEM ANALYSIS: ILLUSTRATIONS FROM BANK PROJECT WORK*

The analysis below was prepared by Mr. David Radel. It illustrates the thorough understanding of dynamics of the problem that needs to be part of communication support planning.

Proposed Emphases: Family Planning, Young Child Feeding, and Immunizations

After an analysis of various statements of the MOH's[1/] goals and programs and of the relevant social environment, the planning team concluded that the focal point of the expanded MCH/FP I&E[2/] program should be three closely related areas, namely, family planning, young child feeding (breast feeding and nutritious weaning foods), and getting children immunized. Actions in all three of these areas involve essentially the same decision makers in the family, i.e., the parents. They are all dependent upon the initiative of the parents or couple, involving a decision to take advantage of a particular health service (especially in the case of family planning and immunizations) and requiring continuing application of the knowledge received through the health service. Messages in these three areas are mutually interrelated and supportive in various ways: for instance, "practice family planning to prolong the period of time you can nurse your baby" or "protect the children you have through immunizations against killer diseases and then you will need to have less children".

Problem Analysis: Reasons for Low Rate of Acceptance and High Rate of Discontinuation

The planning team studied the research literature and reviewed its own field experience in an effort to pinpoint some of the main reasons for the low rate of acceptance and high rate of discontinuation in relation to all three of these areas -- family planning, child nutrition, and immunizations. Out of this process came a series of tentative conclusions that helped guide subsequent discussions and which should also play a role eventually in the formulation of detailed strategies and of specific messages. Some of the conclusions related to the overall problem of limited response to preventive health measures. Some of the hypothesized sources of this low level of response are as follows:

(a) Fatalism about the future. Many people believe that some children will be healthy and others sickly, some will do well in school and other will not, etc.

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* In an East African country.

1/ MOH: Ministry of Health.
2/ MCH/FP: Maternal and Child Health/Family Planning.
I&E: Information and Education.

(b) Present or short-range future orientation. In a demanding environment one tends to live one day at a time since there is relatively little one can do about the future.

(c) Lack of scientific orientation and knowledge. The germ theory of disease must be understood to some extent if one is going to make informed decisions about health and sanitation. Generally it is not and the instructions or advice of health staff are accepted at best on faith.

(d) Alternative traditional solutions. Traditional healers still thrive in most rural areas and to some extent in the towns as well. Some diseases or problems are widely believed to be better treated by the traditional healer than by "modern" medicine. Unhappily, the medical profession is slow to find ways to work out a functional partnership with traditional medicine.

(e) Inconvenience of services. The hours government health facilities are open and the long distances that people must travel to reach them (e.g., over 40% of the people in rural areas of Eastern Province must travel over 8 miles to reach a health center) are serious deterrents.

(f) Staff attitudes. Often health staff show contempt for the "ignorance" or unkempt appearance of their clients. They are sometimes openly critical of clients' behavior (e.g., criticizing an unmarried mother in front of other women).

The following were identified as some of the reasons why couples are hesitant or resistant to accepting family planning:

(a) They have heard about side effects from others, including exaggerated rumors about problems others have had.

(b) The services or methods are discredited by traditional healers or traditional midwives.

(c) They simply lack basic factual information about the benefits, source, and cost of services.

(d) They hear outright negative messages or certainly do not hear many positive messages from political and religious leaders, etc.

(e) Elders express concern about the breakdown of traditional sexual morality if FP is widely practiced.

(f) Traditional values and wisdom generally support large families and emphasize the fulfillment of the woman's role through child-bearing.

(g) They may not find the field workers or nurses an acceptable source of information due to their youth or social distance.

The following were identified as some of the reasons why couples discontinue the practice of family planning after a relatively short period of time:

(a) They were ambivalent from the start because of the various reasons given above and so any slight problem is enough to discourage further practice.

(b) Poor understanding on the part of the woman as to what is happening to her body when side effects occur or the strings of the loop disappear, which results in rejection of FP practice out of fear.

(c) Continuing or increased social pressure against FP practice from close friends, relatives, and community leaders as their practice of FP becomes known.

(d) They become dissatisfied with the service (e.g., long queues, conjested waiting areas, unsupportive attitude on part of staff, breaks in supply lines, etc.) and unhappy about the long distance they have to travel to obtain resupplies.

The following were identified as some of the reasons why breastfeeding is declining:

(a) Working mothers have to leave their children at home.

(b) Poorer women are imitating elite women, who have rejected breastfeeding.

(c) Milk companies give out free samples and conduct demonstrations.

(d) Well-prepared advertisements are aired at prime time over the radio.

(e) In urban areas changing views about the feminine figure lead some women to reject breastfeeding out of fear that it will affect their figure.

The following were identified as some of the reasons why weaning foods are nutritionally inadequate:

(a) Families are selling certain very nutritious foods (e.g., eggs) to raise cash.

(b) Out of ignorance sweets are being purchased for young children since they still hunger pains and appear to satisfy their needs.

(c) Imitation of the diets of wealthy or elite families often leads to a decline rather than an increase in the nutritional value of meals.

(d) Traditional feeding habits stress the husband's needs by allotting protein rich foods to him while the young child is limited to a diet of carbohydrates.

(e) In general, a lack of knowledge of what constitutes a sound diet for a child based on locally available, inexpensive foods.

The following were identified as some of the reasons why people fail to have their children immunized:

(a) Failure to understand immunization per se, i.e., that one can do domething beforehand to prevent disease.

(b) Traditional views about the causation of disease, e.g., a witch's curse, are not congruent with the notion that one can take "medicine" in advance to prevent a disease from occurring.

(c) There is some fear of immunizations due to the "side effects" they have on healthy children (e.g., temporary fever). These views may be fueled by rumors.

(d) There is traditional hesitancy to "expose" a young child to non-clan members until he or she is perhaps as old as five.

(e) Preventive action is not congruent with the widespread present or short-range future orientation.

(f) Claims from competitive sources of medical care (e.g., traditional healers and sellers of "cure-all" medicines) that they can cure a particular disease if and when it occurs.

The following were identified as some of the reasons why people fail to return for subsequent immunizations even after obtaining the first one or two:

(a) Repeat visits are too demanding on the mother in face of the distance, long queues, poor treatment, breakdowns in the supply lines, etc. (four visits are called for in the first six months of life).

(b) Ambivalence resulting from the reasons that many do not come in the first place gradually reassert themselves in the absence of positive reinforcement.

Importance of Non-I&E Factors

The factors that are identified above as probable sources of low response and high discontinuation are not by any means all amenable to change through I&E activities. Some of them relate to the quality of the services that are provided to the public at

health facilities, including the attitudes of staff to the public. As long as people have to travel long distances at considerable cost, wait in long queues (sometimes being told to come back another day after waiting for hours), find that the medicine or vaccine they require is out of stock, and have to tolerate the complaints and criticisms of unsympathetic staff, the job of motivating them to persevere in the face of such negative experiences will be almost overwhelming. Conversely improvements in the convenience and quality of services will greatly assist in making the I&E tasks more manageable.

Consequently the immediate goals and objectives for the expanded I&E program were spelled out in purely qualitative terms as follows:

(a) Awareness
To assure that as many families as possible know that health services and staff exist to assist them (i) in controlling the timing of births and, if desired, the cessation of births; (ii) in reducing killer diseases among their children through immunization; and (iii) in feeding their children better so they will be able to learn better, grow up to be healthy and productive citizens, etc.

(b) Action
To encourage as many parents as possible to take advantage of these services at the clinic and in the community.

(c) Continuation
To encourage as many parents as possible who have taken advantage of these services initially to return, as required, for contraceptives, for subsequent immunizations, etc., and to continue the good feeding practices they have learned.

(d) Supportiveness
(i) To increase support in the community and among all family members for husbands and wives to practice family planning, to take their children to clinics for immunizations, and to feed their children properly; (ii) To increase support for MCH/FP program activities among national leaders and policy makers and to encourage teamwork and co-operation in carrying out this program among staff of the MOH, other ministries, and non-governmental organizations (NGOs).

PROS AND CONS OF DIFFERENT

MEDIA, MATERIALS AND TECHNIQUES FOR COMMUNICATION SUPPORT

A. People Based
B. Mass Media
C. Other Media and Materials

A. PEOPLE BASED	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
1. Public meetings and lectures	Easy to arrange. Reach many people Can have more than one speaker. Create public interest and awareness. Stimulate follow-up discussion.	Audience is usually passive. Speakers may not understand audience's needs. Difficult to assess success. Audience might not learn the main points.	Handouts should be used. Presentation should be clear. Use visual aids when possible Audience should be encouraged to raise questions and to participate. Speaker should establish two-way communication.
2. Group discussion.	Build group consciousness. Individual members of the group can understand where each member stands in regard to the discussed issue. Provide chances for exchanging opinions and increase tolerance and understanding.	Some members may dominate. Sometimes difficult to control or to keep focusing on the main issue. Requires trained leaders.	Should be used with an interested audience to discuss a definite problem. Procedure should be flexible and informal. Summary of discussion should be presented at the end of discussion. Decision should be made by group members regarding its stand on the issue discussed. Requires the selection of good chairman.

Source: This is largely based on Shawki M. Barghouti, Reaching Rural Families in East Africa, Nairobi: FAO Programme for Better Family Living in East Africa, 1973. Other specialists have developed similar tables. Differences in opinion exist on such matters: this Annex should therefore not be viewed as prescriptive or 100 percent accurate in all project situations.

A. PEOPLE BASED	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
3. Role playing	Facts and opinions can be presented from different viewpoints especially on controversial issues. Can encourage people to reevaluate their stand on issues and can invite audience participation. Deepens group insight into personal relations.	Cannot be used in community meetings Some role-players may feel upset by playing a role they do not agree with. Requires careful preparation for the selection of the issue and actors. Careful preparation is essential.	Can only be used in training courses. Follow-up discussion should focus on the issue rather than on actors' performances. Source material about the issue should be provided to the actors to prepare their arguments.
4. Drama	Groups can be active "learning by doing". Can attract attention and stimulate thinking if situations are effectively dramatized.	Actors require attention in training and preparing script. Preparations might be too difficult for the field worker. Difficult to organize because it requires considerable skills and careful guidance by the field worker.	Should be restricted to one issue. Can only be used during training courses. Can be used as entertainment before a public meeting if well prepared.
5. Case study	Can illustrate a situation where audience can provide suggestions. Can elicit local initiative if the case corresponds to local problems	Difficult to organize. Rewording of events and personalities might reduce the effectiveness of the case. Some audiences may not identify themselves with the case.	Should be clearly prepared. Can be used in training course. Questions and discussions should lead to recommendations for audience action. Audience should be encouraged to prepare case studies relevant to its experience.

A. PEOPLE BASED	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
6. Home visits	Establish good personal relationships between field workers and families. Can provide information about families that cannot be collected otherwise. Encourages families to participate in public functions, demonstrations and group work.	Field worker usually cannot visit every family in the community. Only families in accessible localities can be visited.	Records should be kept for families visited. Schedule of home visits should be developed to assure allocation of time for field work activities. Handouts should be given to the families visited.
7. Demonstration (with a small group)	Participants can be active and learn by doing. Convinces the audience that things can easily be done. Establishes confidence in field worker's ability.	Requires preparation and careful selection of demonstration topic and place. Outside factors can affect demonstration results and consequently might affect confidence in field worker.	Demonstration processes should be rehearsed in advance. Audience should participate in the demonstration. Educational materials should be distributed to the participants at the end of the demonstration.

B. MASS MEDIA	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
1. Radio	Radio technology available in all countries and can reach mass audiences cheaply Receivers are inexpensive and available in the remotest communities. Messages can be repeated at low cost. Easy to reach illiterate audience. Can be used to support other channels of communication. Efficient to announce events and development activities, and, if properly used, can mobilize audience to participate in public events and projects of value to the community. It is flexible, and style can include drama, lectures, folklore songs, interviews and variety shows. Excellent in regular teaching and out-of-school correspondence courses. Radio is effective in creating awareness and setting agenda of priorities for people's attention.	One-way channel. Complicated technical issues are difficult to illustrate. Audience reaction, participation or interest in messages delivered, difficult to assess. Requires special skills and continuous training of radio personnel. Content may not be tailored to small communities and tends to be general in nature and is usually prepared for national audience, or special ethnic or language group thus reducing relevance to local problems. Difficult to use material broadcast as a reference without investment in radio documentation. Texts of radio programs are usually needed for effective follow-up. This is not always possible.	Radio messages should often be supported by personal follow-up. Radio effectiveness increases if messages used in group discussions (e.g., farm forums) or regular training courses. Desirable for radio to cover local events. assist in explaining and promoting local projects and development efforts. Programming should maintain balance between national and local coverage, interviews and lectures, news and profile coverage of development issues.

B. MASS MEDIA	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
2. Television	Its novelty attracts audience and can be the main attraction in rural communities. Can be used to explain complicated messages because of its combination of sound and picture. Programs can be repeated at reduced cost. It is suitable for mix presentation of issues. Suitable for motivation through utilization of folklore art and music, community events, and animated public speeches and debates. Efficient in bringing issues to public attention, and powerful in setting public agenda for action and participation in development effort. Successful in creating awareness. Suitable for illiterate audiences if they have access to receivers or to TV clubs.	Expensive to operate. Receivers not available in many rural areas and among poorest population groups. Has traditionally been used for entertainment and politics more than for development and educational purposes. Programming skills more likely to be available for entertainment. Educational programs may face severe competition from entertainment No audience participation. Present state of technology in many developing countries does not allow immediate coverage or timely relay of local community actions and events. Requires more planning and preparation, and technical, creative, and communication skills than other media. Difficult to use material televised as a reference without investment in television documentation. Texts of television programs are needed for follow-up. This is not always possible.	Local television stations can play important role in development. More educational training is required for staff. Easy to exchange information and programs are scheduled in advance, well-documented, with heavy involvement of and focus on local problems. Very effective for activating group learning when used in viewing centers or as part of multi-media campaign for education-information and motivation.

B. MASS MEDIA	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
3. Newspapers	Can provide detailed information. Easy to present technical data in clearly designed text. Important topics can be covered in a series of articles. Can influence the attention of audience by where they place information and on what page. Influential in creating awareness and mobilizing public opinion. Material published can be shared and used as reference. Can be used to support radio and television for education purposes and follow-up on lessons, issues and topics discussed by the other two media.	It can be used by literates only. Difficult to reach isolated communities. Can be expensive for poor families. Requires special writing and editing skills, which are not always available. Like all other mass media, it is one-way communication channel. Feedback is difficult because of audience reluctance or inability to contact the editor. Difficult to publish at regional level. Small communities can not afford to publish their own newspapers without continuous support from national government.	Best source of information if topics of development are covered on regular basis. Can be used to establish community local papers and bulletin boards. Can be circulated to community members to reduce cost per individual family. Could be used to support literacy classes: sections could be prepared especially for poor readers and semi-literates.
4. Cinema	Captures attention well. Reaches big audiences in selected countries and can be very cheap (particularly with semi-permanent and travelling cinemas). Can reach lowest strata in certain countries and even have large rural audience.	Is expensive in some countries and may only reach certain sub-groups in the target audience (such as the rich, youth, females). Distribution can be a problem. May be distracting setting for educational messages.	Great care must be taken in preparing the film clips.

B. MASS MEDIA	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
5. Folk theater	Culturally relevant. In some countries is easily available and inexpensive. Often more credible to the traditional elements of society than the modern media.	Can lose control of the message. Format can distract from content. Difficult to monitor.	Flexibility of the form can vary from country to country One of the best uses is often a combination with a modern medium such as television, radio, or supported by loudspeakers.
6. Wall paintings Billboards	Potentially available to large audience. Low costs per person reached if well located.	Can be easily ignored. Limited to simple messages	Message must be extremely well designed and pretested. Siting is critical to be able to reach the kinds of people intended.
7. Mass media group listening	Combines mass media and personal channels. Can be prepared and used for many audiences over a period of time. Encourages group participation.	Requires preparation for recruiting groups, training group leaders, and preparation of educational material. Can be expensive. Dropout can be a problem if special efforts are not made.	Should be regularly held. Participants should be provided with educational material. Can be effective in enforcing literacy and adult education. Programs selected should be about local problems. Tape recorders can be used. They are flexible. Can be used to tape role-playing, group discussion and interviews with local personalities.

C. OTHER MEDIA AND MATERIALS	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
1. Publications and Loose Leaflets	Excellent for in-depth presentation of issues and technical information. Can cover more than one topic. Easy reference and can be directed to specific audiences. Can be illustrated and made attractive. Can support other media for education purposes.	Expensive. Can only be effective if well designed and produced. Poorly printed publications may be less expensive but not be read. Require special editing, design and production skills. Distribution can be difficult and expensive.	Should be used to support special campaigns, such as literacy and adult education. Most useful if topics are covered in series of publications. Could be used successfully in group discussions and as back up for public meetings. Can also be used for in-service training of field staff and to keep up morale particularly if field staff are widely dispersed.

C. OTHER MEDIA AND MATERIALS	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
2. Video (Forum)	Can be used to introduce new ideas to selected audiences. Excellent tool for micro-teaching. Can introduce complicated concepts and technical issues in a series of presentations; can record field operations and activities and use them on numerous occasions; can be used to teach skills and change attitudes. Feedback to the broadcaster can be immediate and relatively accurate. Can be handled by model farmers and community leaders; can build useful libraries for teaching in the case of literacy and adult education classes.	Is expensive. Forum members tend to drop out. Breakdown in hardware is common, and batteries are exhausted. Forum requires highly skilled personnel and extensive hardware. Restricted to communities where trained field agents are available. Requires continuous servicing and maintenance and up-dating Can become negative tool for development if fails to attract different subgroups in the community (such as the poorest and religious or racial minorities) Sometimes because of difficulty in finding needed materials or training manpower, many events in the community go by without being recorded or utilized.	Forums require continuing attention from professional organizers. Most successful in small group learning. Group discussion leaders must be carefully selected and trained. Training materials and programs must be carefully organized and kept in order. Its efficiency increases if used in combination with booklets and handouts at the end of the discussion. Should be used to teach special skills, for structured instruction and where possible, as a tool to generate participation among a rural community or one that is for other reasons isolated from ongoing programs or slow to cooperate.

C. OTHER MEDIA AND MATERIALS	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
3. Films	Use of sight and sound can attract audience's attention. Can make great emotional appeal to large audiences.	Good films are rare. Equipment costly to buy and maintain. Is one-way communication unless special measures are taken. Requires skill in running film projectors.	Best if combined with discussion groups. Much work to be done regarding getting good films made. Attention should be given in getting audience to evaluate the film. Films should be used for stimulating discussion rather than for teaching alone.
4. Filmstrips	Much cheaper and easier to work than films. Easily made from local photographs Encourage discussion.	Usually sight only Not so dramatic as motion pictures. Could be expensive	Can have recorded commentary. Strip can be cut up and individual pictures mounted as 2" slides: then can be selected and re-arranged.
5. Slides	Have all the advantages of film strips plus more flexibility and can be more topical. They can be used in a series to illustrate a concept.	Could be expensive Difficult to have them on all subjects of teaching.	They should be used after careful preparation of logical sequence and a good commentary.
6. Flannelboard	Can be portable and mobile. Can be prepared by expert in advance. Little skill required in actual operation. Could be used to make presentation more dynamic.	Can only be used for what it is prepared. Cannot adapt to changing interest of group. More elaborate than equiment than ordinary blackboard. Difficult to keep up-to-date	Very useful but only for the prepared talks. Audience can participate. It should be used step-by-step. Flannel materials should be stored properly for future use. Flannelgraphs should be numbered according to their order in the presentation.

C. OTHER MEDIA AND MATERIALS	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
7. Bulletin Board	Striking, graphic, informative, flexible, replaces local newspapers. Keeps community up-to-date with information.	Requires preparation and attention to community needs	Should be combined with maps, talks and photographs. Very suitable for posting articles, announcements and news of development in the community.
8. Flip charts (turnover charts)	Cheap and simple. Can be stopped at will for analysis Can be prepared locally. Ideas could be illustrated in sequence. Illustrations on flip chart could be used many times for different audiences in different sessions.	Soon torn. Can only be seen by a few at a time. Can be difficult to illustrate complicated ideas.	Should not be overlooked for illustration of simple sequences - especially with small groups. Lectures should be prepared in advance for use on several occasions.
9. Models, exhibitions and displays	Appeal to several senses. Can be used in various occasions and situations. Can illustrate ideas in detail.	Not many workers can build them or use them properly.	Useful models and exhibitions could be built up locally. Should be used in familiar places - centers.
10. Maps, charts, diagrams	Visual appeal. Should simplify details. Permit leisurely study: Can develop sequence on display boards.	May mislead by over-simplicity. Create transport and storage problems.	Should be made especially for groups. May need careful explanation at first. Could be used as summary of information. Symbols and layout should be familiar to the audience.

C. OTHER MEDIA AND MATERIALS	MAIN ADVANTAGES	MAIN DISADVANTAGES	COMMENTS
11. Blackboard	A flexible tool. Easy to make and to use. Can be very attractive if used properly. Use of colored chalks can add to its visual appeal Can be portable.	Requires some manipulation skill (though quickly acquired). Requires teaching skills to make best use.	Should be essential in every group. Very useful for schematic summaries or talk or discussion. Audience can participate. Small blackboards can be portable. Writing should be clear and organized.

INTEGRATION OF COMMUNICATION SUPPORT INTO EDI COURSE IN POPULATION PLANNING, POLICIES AND PROGRAMS:

OUTLINE AND SCHEDULE OF ACTIVITIES[1]/

Sessions 3a/b: Thursday, November 15 (9:00-12:00 noon and 1:30-4:30 p.m.)

Topic: Information/Education/Communication (IEC) in Population/ Health/Nutrition (PHN)

Speakers: Messrs. David Radel and Sung-Hee Yun (World Bank)

Objectives:

1. To develop an appreciation for the contributions that IEC can make to the success of the PHN programs.
2. To create a general understanding of fundamental IEC processes.
3. To convey an overview of the basic elements of a comprehensive IEC program and their inter-relationships.
4. To generate awareness of the range of existing resources that can be tapped for an IEC program (organizations and groups, field/extension education etc.).
5. To show the range of IEC activities underway in several typical projects.
6. To provide the basic tools needed to build strong IEC components into overall PHN plans/programs.

Outline and Schedule of Activities

Timing	Content	Instructional Methods and Activities
9:00-9:45 a.m.	I. Why do some people use PHN services and others don't? A. Service constraints B. Demand C. Changing people's behavior: the role of IEC	Introduction by speakers and brief discussion.

1/ Project Support Communications is labelled IEC (Information, Education and Communication) in this case. This Annex is included to provide a model of such a training course, which has potential for adaptation to other sector needs.

Timing		Content	Instructional Methods and Activities
9:45-10:30 a.m.	II.	What kind of things can IEC do for a PHN program? A. Generating demand for PHN services B. Promoting continued use of services/practice C. Enlisting community support for practice D. Mobilizing policy and program support	Lecture/discussion
	III.	What evidence is there that IEC can do these things? A. Evaluation data from selected IEC programs showing impact on Knowledge, Attitudes, and Practice	Discussion of handouts on IEC impact
	IV.	How does one develop an effective IEC strategy? A. A communication strategy = audience + message + channel + source B. Start with one's audience(s) C. Establish basic messages relevant to one's audience D. Determine appropriate channels to convey these messages E. Involve those who control these channels F. Identify those who can prepare materials/ messages for these channels G. Ten basic lessons from successes and failures	Lecture/discussion based on audio-visual aids and handouts; Film: "Family Planning Communication: Mass Media and Field Work", UNESCO (followed by distribution of handout)
10:30-10:45 a.m. - Coffee Break -			
10:45-11:45 a.m.	V.	What are the basic communication approaches used by programs? A. An approach = combination of strategies B. Face-to face approach C. Mass media approach	Discussion of aproaches based on audio-visual materials and associated handouts

Timing		Content	Instructional Methods and Activities
		D. Organizational approach E. Social marketing approach F. Technical information service G. Integration of approaches	Videotape: "A New Voice in the Village: Radio Nutrition Education in Tunisia," Academy for Educational Development; Excerpts from the film: "A Way to Bridge the Distance" on Philippine and Tanzanian health projects; etc.
11:45-12:00	VI.	What kind of support structure is required to implement an IEC program? A. Design, production, distribution of materials B. Manpower and training C. Research and evaluation D. Financing E. Organization and management	Discussion based on selected organization charts
12:00-12:30 p.m.		Optional Film	Film: "Communicating Family Planning: Speak - They are Listening."
12:00-1:00 p.m.		Lunch	
1:00-2:00 p.m.	VII.	How does one formulate an effective plan? A. When should one prepare a communication plan? B. Who should prepare the communication plan? C. What information is needed for effective IEC planning? D. What elements are needed in an IEC plan? 1. Needs assessment and objectives 2. Priority concepts 3. Goals/targets 4. Strategies/approaches 5. Division of labor among participating agencies 6. Support structure(s); materials; manpower;	Introduction to the case study on IEC planning.

	training; research and evaluation; equipment; vehicles and other hardware; facilities; technical assistance; and other operating costs 7. Coordination mechanisms 8. Relationship between IEC and other program components 9. Schedule of activities 10. Budget	
2:00-2:45 p.m.	Case materials (cover sheet and excerpts from a draft IEC plan).	To prepare for subsequent discussion groups, all participants independently study the excerpts from the draft Kenyan IEC plan: "Ministry of Health: Information and Education on Maternal and Child Health/ Family Planning -- Five Year Program (1979 - 1983).
2:45-3:00 p.m. - Coffee Break -		
3:00-4:00 p.m.	Group discussion based on case material.	Five simultaneous discussion groups select rapporteurs and then discuss their assigned topic, as summarized below, on the basis of the draft Kenyan IEC plan (for more details on each topic, see the cover sheet distributed with the plan excerpts):

	(1) Missing elements from this plan; (2) Operationalization of cooperation and collaboration; (3) Information needed for IEC planning; (4) Linkages between services; and (5) Terms of reference and composition of an IEC planning team.
Summaries of small group discussions and final wrap-up.	Presentations by rapporteurs for five discussion groups.

LIST OF REFERENCES

	AGRICULTURE & RURAL DEVELOPMENT	EDUCATION	ENERGY	ENVIRONMENT	INDUSTRY
GENERAL SECTOR EXPERIENCE	Page 12, Pages 13-14 Chart A, Page 15 Chart B & footnote 9, Page 16 Chart C, Page 17 Chart D, Pages 20-21, Pages 24-25, Page 27 & footnote 18, Pages 29-35, Page 37 Annex I	Page 8 & footnote 5, Pages 13-14 Chart A, Page 18 & footnote 10, Page 19, Page 30 & footnote 24, Page 32 & footnote 29, Pages 33-34, Page 37 Annex I Annex II	Pages 10-11, Page 16 Chart C, Page 17 Chart D, Page 24	Page 24	Page 10, Page 13 Chart A, Page 16 Chart C

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